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PERSONNEL REPORTING UNDER SINGLE CEILING

The adoption by the Agency of a single ceiling, encompassing both staff and contract personnel, involves definitional and other modifications in our present practice of counting, reporting (to OMB), and budgeting for personnel resources. The changes affect primarily the manner of treatment of temporary, intermittent, and less-than-full-time (i.e., part-time) employees both in our Budget presentation and in our reporting system and are designed to simplify our present personnel accounting procedures as well as bring our personnel practices into closer alignment with those of other Federal agencies. We emphasize that the Agency has always required a limited number of part-time and temporary personnel for a variety of tasks which neither warrant nor justify the use of full-time permanent resources and that this requirement will continue.

The changes planned stem in part from the recent reexamination of resource requirements and utilization and are an integral part of an overall new look at the Agency's personnel control and reporting practices. These will require reprogramming and related adjustments in computer-generated reports which will take some months to accomplish fully. Thus we view FY 1975 as a period of transition and expect to have all necessary adjustments completed prior to the beginning of FY 1976. To illustrate the impact of the changes involved, the following separate sections will cover (a) the categorization of our personnel and the reporting posture to be effective for FY 1976 and beyond, (b) the manner of reporting during the FY 1975 transitional year, and as a reference point (c) our FY 1974 reporting practices.

FY 1976

Beginning 1 July 1975, we will have two basic employment categories, other than indigenous which will not be treated in this paper: Full-Time Permanent and Temporary, Intermittent, and Part-Time. For record purposes we will continue to carry consultants as a separate category.

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1. Full-Time Permanent Employment.

Staff and contract positions, previously controlled separately, will be combined and will represent our full-time permanent personnel complement which will be synonymous with the employment ceiling established by OMB for the Agency. Positions now identified as contract will to the extent practical be classified and graded in the same manner as at present for staff positions. The number of on-duty personnel assigned to these positions will be reported monthly to OMB without regard to whether such personnel are staff or contract employees. If OMB accepts our proposed 1976 full-time personnel levels, our ceiling will be [REDACTED]

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2. Temporary, Intermittent, and Part-Time Employment.

This non-ceiling category will include the following:

a. Summer-only Employees - This represents Agency participation in the Government-wide Summer Employment Program. These employees, who are for the most part dependents of Agency employees, are employed during the summer months between school years to perform clerical tasks. They are high school and undergraduate college students who generally work about three months. This is the only type of employee reflected in previous Budget presentations in the category Temporary and Part-time.

b. Summer Interns - Generally graduate-level college students employed during the summer months between academic years. They are assigned professional tasks designed to interest them in career employment with the Agency following completion of their graduate degree work. This category affords a unique opportunity for the employment of minorities and is utilized for this purpose to the maximum extent possible.

c. Co-op employees - These are students engaged in an undergraduate work-study program in which work assignments (generally of three months duration) are alternated with academic studies (generally one semester or quarter) with the former an integral part of the latter. Co-op employees, in much the same manner as summer interns, are assigned professional tasks (within a carefully outlined training program coordinated with and acceptable to the concerned academic institution) designed to interest them in career employment with the Agency following graduation. This category is also used for minority employment

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and particularly in recent years intensive efforts have been made to recruit blacks as co-op employees.

d. Personnel employed for a regularly scheduled tour of duty on a less-than-full-time basis.

e. Intermittent (WAE) employees.

f. TAS Personnel - These are clerical employees assigned to a central unclassified pool while awaiting full clearance and subsequent assignment to full-time permanent positions. They are considered to be temporary in the sense that employment is provisional and permanent employment is contingent upon successful completion of necessary security investigation, evaluation, and personnel processing.

g. Disability Retirees - These are employees whose applications for disability retirement have been approved and who are utilizing accrued sick leave. They are considered temporary in the sense that termination is imminent, in almost all cases well within a year (the average tenure on sick leave is about 5 months). The number of such employees at any given time varies and is not controllable. They can in no way logically be construed as a part of our permanent staff once disability retirement has been approved. However, while such personnel do not represent resources available to meet Agency staffing requirements, they nonetheless represent an Agency liability and both A.E. and corresponding salary costs must be provided and accounted for in some manner. We believe that inclusion of disability retirees in this non-ceiling category is rational and defensible as all such employees following approval of retirement must immediately be replaced by full-time permanent employees.

The aggregate A.E. and funds necessary to meet requirements for Temporary, Intermittent, and Part-time personnel as defined above will be included in the FY 1976 Budget as a separate category and will be reflected as "full-time equivalent of other positions" (i.e., other than full-time permanent and indigenous positions which will continue to be shown as separate categories as in the past).

Since the establishment of positions comparable to those for our full-time permanent staff for personnel employed in one of the above-described sub-categories would be meaningless, no ceiling for temporary, intermittent,

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and part-time personnel will be established. Rather, control of such resources (exclusive of disability retirees which as noted above are inherently not controllable) will be effected through a combination of A.E. and fund limitations as approved during the annual program review process. Thus we will in effect control the man-hours of employment provided by non-full-time personnel by controlling the funds provided for this purpose.

The staff and contract employment ceiling established by OMB for FY 1975 against which certain part-time employees would be charged under our current reporting system will be adjusted downward in the Agency's FY 1976 Budget by a number equal to the full-time equivalent utilization of part-time personnel. The net effect of the change will be to reduce the A.E. associated with our full-time permanent positions by an amount equal to the A.E. associated with our utilization of part-time and temporary personnel (as defined above) with a corresponding reduction in the number of full-time permanent positions requested for FY 1976.

FY 1975

The current year will be used to revise our reporting and control mechanisms consistent with the manner of reporting and control we will employ under the single ceiling effective with FY 1976.

With respect to the FY 1975 data in our FY 1976 Budget, we will make necessary adjustments in the presentation of our A.E. data to provide a basis for meaningful comparisons. That is to say, although we will be unable to modify our recordkeeping systems in early FY 1975 to control and report personnel data in the manner to be followed beginning with FY 1976, we will present our FY 1975 (and for that matter, our FY 1974) A.E. data as if the necessary modifications in our records systems had already been effected.

As a practical matter, we expect to report month-end on-duty data for both staff and contract personnel during the first six - eight months of FY 1975 using our FY 1974 reporting practice for staff personnel (as described briefly in the FY 1974 section below). By mid-FY 1975 we hope to be in a position to begin reporting personnel data in the manner our resources will be controlled and reported for FY 1976. We will then also be able at that time to reconstruct comparable personnel data for the early part of FY 1975.

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During FY 1974, we reported month-end on-duty staff personnel strength to OMB. Contract personnel on-duty strength was not reported although such data was and is readily available.

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The staff personnel data reported included full-time employees assigned to staff ceiling positions and a small number of part-time staff employees counted on a two-for-one basis. Excluded were personnel on LWOP in excess of 30 days, disability retirees on extended sick leave, personnel formally detailed to other agencies on a reimbursable basis, and TAS personnel. For example, the 30 June 1974 staff personnel on-duty figure reported to OMB was [REDACTED]. This figure included [REDACTED] full-time personnel and a charge of 39 for 66 part-time personnel. Excluded were 114 LWOP's, 32 disability retirees, 19 details to other agencies, and 49 TAS employees. Our current reporting of staff personnel differs from our planned FY 1976 reporting in that the latter would include only full-time employees.

Our contract personnel data currently is maintained and reported internally on essentially the same basis as for staff personnel. However, the reporting of part-time contract personnel on a two-for-one basis is of recent vintage, dating only from 24 April 1974. Prior to this date, all personnel under contract--full-time, part-time, or intermittent--were counted against our internally imposed contract ceiling. For 1976, we will report on-duty contract personnel in the same manner as staff personnel.

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